

**ADMINISTRATIVE - INTERNAL USE ONLY****EMPLOYEE DEVELOPMENT (Executive and Pre-Executive)****Observations**

- Employee development is planned use of assignments and training to improve employees.
- Surveys indicate that employees believe management has not done a good job in employee development.
- Employee development must be based upon individual planning.
- General policies encouraging employee development or training programs as such will not guarantee effective results.
- Although formal career plans are not necessary, the varying developmental needs of individual employees must be identified and acted upon in specific terms.
- The number of employees that need to be developed should be based on annual projections of the volume of future upward movement within the several career services.
- Executive development involves the continued development of the incumbent executive (Supergrades) as well as the development of the middle and senior officer (GS-13 to GS-15).
- Development of incumbent executives focuses primarily on how and where they can be used most effectively. This emphasis also applies to GS-15 branch and division chiefs.
- Since middle grade officers often lack the wide range of managerial skills they will need later as executives, those selected for development to fill higher positions should be given a fairly comprehensive review of managerial skills and principles.

**Conclusions**

- The PMMP process provides the best single means of systematically examining the amount of turnover in senior grades and the capabilities of individual employees to fill these vacancies within each career service.
- Career services should identify the gaps in assignments and training of individuals selected for development and establish career service inventories of training and assignments for use as opportunities arise. Annual reports should be forwarded on the utilization and development of "comers" to the Deputy Director concerned. Employees with potential for advancement into positions below the executive level should also be given attention.
- Career services should develop models or guidelines of assignments and training experiences desired in the movement of professionals upward to the junior, middle and senior ranks.
- A course featuring discussion and application of a wide range of management theories and techniques; e.g., in the human relations, information sciences and traditional management functions such as planning, directing, budgeting, and supervising, should be made available to the mid-officers.
- The use of Supergrades should be reviewed annually and should include a specific determination how each Supergrade could best be utilized in the next few years. (OP has prepared a separate memorandum on this subject.)

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Employee Development Is Everybody's Concern

1. No personal concern is more frequently talked about, with different shades of meanings and understanding, than the words "employee development" and "career development." Yet, both employees and management sincerely believe the Agency needs to do a better job of development in order to achieve the twin objectives of individual satisfaction and effective employee utilization.

2. Leading the findings of attitudinal surveys with monotonous regularity are employee claims that little or no career development is taking place. This finding applies not only to other organizations but to CIA, as evidenced by OP's attrition studies and the 1970 PSS/OMS attitudinal survey of 555 officers with five and ten years of service. In the latter paper, respondents were unfavorable or undecided on a number of issues pertaining to development, in some cases to an alarming extent. The following percentages of unfavorable or undecided reactions are illustrative: rarely asked to participate in planning career development - 72%; Agency should take more personal interest in each employee - 73%; decisions on assignments and career made with little regard to own preference - 49%; Agency doing a good job in managing young professionals - 77% [45% unfavorable and 32% undecided].

3. In the early 50's the frequency of horizontal and lateral movement provided employees with built-in opportunities for development and a kind of guarantee of future progress. Today, most employees understand and accept a slower pace of promotions and movement as the likelihoods of the future, but their ambitions and hopes for challenging, improvement assignments are undiminished. Their feelings and anxieties are intensely personal concerns about career prospects, utilization and development.

Elements of a Developmental Program

1. It may be conceded that cream rises to the top and so do people of recognized superior ability. There is no assurance, however, that random exposures to training courses and assignments will produce the best qualified and seasoned candidates for the more senior positions. Moreover, conclusions about the potential of specific individuals must be constantly reexamined as they move up in the hierarchy.

2. The Agency should guard against development for development sake, arousing personal expectancies that cannot be met. It should simultaneously move on two fronts: develop the more gifted for higher positions of managerial responsibility and develop people in the skills they will need in their current positions or in jobs of higher responsibility below the executive level.

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3. Specific developmental actions in individual cases should fit organizational needs, as seen by career service officials.

#### Executive and Pre-Executive Development

1. Executive development is a dual process: planning the improvement of individuals who have already become executives (Supergrades in the Federal Government) and developing designated mid-officers and senior officers who have the potential to be executives.

2. Last December, Seymour Berlin (Director, Bureau of Executive Manpower, CSC, and architect of the FES proposal and ED Guidelines) and Mr. William Medina (OMB) told a large gathering of Federal officials what was principally on their minds in thinking about executive development. Mr. Berlin said the Guidelines seek to get away from an emphasis upon broad programs and rhetoric in order to break through to the individual. Pointing out the average incumbent in Government has held his executive position for eleven years, he stressed the need to zero in on the incumbent executive as well as the comer. Mr. Medina agreed, emphasizing that the essence of executive development is individual planning and action. Both laid claim to the institutionalization of agency systems that focus on the individual as their goals. Another speaker, Frank Zarb (Assistant Secretary for Administration, Department of Labor), claimed his main problem in dealing with executive selection has been the lack of breadth of experience by middle men. Discussions at a one-week inter-agency workshop at FEI on the problems of executive development pointed up the same conclusions.

3. Executives can materially benefit from formal internal and external training experiences, but their utilization and development chiefly depend upon periodic reviews of their effectiveness. Uninterrupted tenure of executives for years in one job or place can be counterproductive, despite the expertise gained on the job. The practice frequently observed in the business world of annually examining the status, current usage and prospective usefulness of each individual could be applied productively within the Agency.

4. Central to an effective program of executive development is the identification and personal development of well-qualified mid-career and senior officers in the Grades GS-13 - GS-15. At these grade levels, many promising employees have spent most of their careers acquiring substantive expertise. More often than not, they have experienced over the years a number of assignments and training courses, but their past preoccupation with substance causes the mid-career stage to be a critical time for them to obtain a fairly comprehensive view of managerial skills and principles. Since instruction and experiential learning in the informational, managerial and behavioral sciences are among OTR's capabilities, formal training is a valuable resource at this time in their development.

5. As a group, GS-15 employees, or more properly branch or division chiefs at the GS-15 level, require a somewhat different developmental approach than employees in the Grades GS-13 and GS-14. The GS-15 branch or division chief links top officials and other Agency professionals.

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He has the principal responsibility for getting the daily work out and for the quality of the output. As the manager of a work unit, the GS-15 branch or division chief is also usually involved in most managerial activities as well as functional responsibilities.

a. When a GS-15 is first assigned to be a division or branch chief, his development is mainly on-the-job, and he is automatically tested. When the GS-15 officer holds the same branch or division assignment for several years, he is often prone to maintain relatively unchanged the attitudes, policies, processes and procedures which he finds most conducive to doing his job. The simplest way of breaking this continuity is to place him into a new assignment, forcing him into a learning situation with responsibility for results. Loss of expertise can result, but greater identification with team goals and increased creativity can likewise occur.

b. Promotion of a mid-officer to the Grade GS-15 usually represents a narrowing, competitive choice of one person among several qualified employees at the GS-14 level. Once he passes into the much more selective arena of senior officers, it is often too late to systematically equip him with the desired assortment of management training.

6. Career service officials should guard against being too restrictive in limiting their choices of mid-officers for development, lest they confine their options years ahead of the time when final executive selections will be made. Moreover, the development of most mid-officers with the potential for advancement to at least one more grade serves the all-important purpose of professional continuity and excellence. Systematic development of mid-careerists will increase the professional capabilities of those destined to be here for a long time in important but non-SG positions. Those affected by a relatively broad-based midcareer developmental program will appreciate the opportunities thus afforded them.

7. The Agency should continue its reliance upon the Midcareer Course, or something equivalent thereto, as a mechanism for identifying and recognizing the performance and potential of well-qualified mid-careerists. Some of the more recent additions by OTR to management training; e.g., workshops on performance appraisal, planning and control of work, management of conflict, and creativity, should strengthen the development of mid-careerists, including many who have not or may not attend the prestigious Midcareer Course. From the vantage point of improving the pre-executive development of mid-officers, it would be helpful if a middle management applications course were put together as a package. Although the Fundamentals of Supervision and Management Course deals with several aspects of management, it is an overview utilized to a varying extent by the Directorates and is attended most by relatively junior professionals. (It is understood that the grade range is from GS-05 to GS-14.) The argument for a middle management "applications" series of workshops is based upon the conviction that intensive discussions and applications of these skills will prove to be most beneficial if given at the pre-executive level. It is predicated also upon an awareness that much of the information gained in training courses during early years later is forgotten.

**ADMINISTRATIVE - INTERNAL USE ONLY**

Processes for Achieving Executive and Pre-Executive Development  
Throughout the Agency

1. To accomplish the essentials of an improved developmental program as outlined in this paper and to achieve the principal features of the Federal Guidelines for Executive Development, the Agency needs to establish basic processes for insuring common approaches, albeit different applications, in the individual planning of training and assignments.

2. The Personnel Movement and Management Program provides a basic structure for determining the amount and kinds of development needed. Although it was established for purposes other than employee development, it concentrates upon the projection of the amount of upward movement in the future within individual career services and it calls for an examination of the individual careerists to fill positions of a higher responsibility. To date, this process has only been used in the Research, Intelligence and Support Directorates. The results of the initial effort indicate we were overzealous in trying to evaluate the volume of upward movement and the promotional readiness of well-qualified personnel for a ten-year period. Aside from this principal objection and some work details which proved unnecessary, the process generally proved to be an appropriate mechanism for the systematic review of the Agency's developmental requirements on an individualized basis. The PMMP system will be modified to restrict the forward look to three or four years. Aspects of the PMMP process requiring the preparation and reporting of career service problems and needs will be expanded. Prior approval by the Executive Committee of the PMMP system plus the extensive briefings that were held throughout the Agency afford us an on-going arrangement to implement the executive development program.

3. All of the career services, after concluding their next PMMP review, should establish training and assignment inventories showing planned developmental activities for each careerist with potential for further advancement. Special attention should be paid to employees with recognized potential for assumption of GS-15 and above positions. It is recognized each career service should have the flexibility to follow whatever specific procedures are most adaptable to its situation. One criterion that should be uniformly observed by the career services, however, is the identification of assignments and training actions that would help fill observable gaps in the experience of individual employees or overcome known weaknesses in the performance of otherwise well-qualified employees. Career services should be invited to establish general norms or guidelines covering the preferred kinds of training and assignments most beneficial in furthering the careers of most professional careerists during their junior, mid and senior periods of employment. These guides could be used as bases for assessing the concrete actions to be taken in filling the gaps of individual employees with potential for development. (As an illustration of this system, the SP Gap Sheet and Career Service Model are attached.)

4. The formation of a core training program would be responsive to the Federal Guideline on training and resource utilization as it applies to executive development. In addition, the establishment of a comprehensive

**ADMINISTRATIVE - INTERNAL USE ONLY**

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and intensive management workshop or applications course, to be taken by midcareerists designated for further development as potential executives, would be an important step in meeting one of the principal Guideline suggestions, namely, the improved managerial training of mid-level employees with high potential.

5. Current attempts to devise additional training and developmental experiences for Supergrades should be combined with an annual review of their current use and prospective use.

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